



## **TAMKEEN Increased Participation by Palestine Civil Society Organizations in Public Decision-Making and Government Oversight**

Contract No. 294-C-00-00-00077-00

---

### **2005 Workplan**

Submitted to:  
U.S. Agency for International Development/Jordan

Submitted by:  
Chemonics International Inc.

January 20, 2005

---

This publication was made possible through support provided by the U.S. Agency for International Development, under the terms of Award No. 294-C-00-00-00077-00. The opinions expressed herein are those of the author(s) and do not necessarily reflect the views of the U.S. Agency for International Development.



## TAMKEEN WORK PLAN 2005



This publication was produced for review by the United States Agency for International. It was prepared by Tamkeen, the Civil Society and Democracy Strengthening project, implemented by Chemonics International Inc., in conjunction with its partners: AMIDEAST, CARE International, and MASSAR Associates.

January 20, 2005

## TABLE OF CONTENTS

---

Acronyms	ii
Executive Summary	iii
SECTION I	TAMKEEN'S VISION AND OPERATIONAL ENVIRONMENT I-1
	A. Tamkeen's Vision I-1
	B. Working Environment I-4
	C. Operating Assumptions I-5
SECTION II	STRENGTHENING THE ROLE OF CSOs IN PUBLIC DISCOURSE II-1
	A. Focused Goals, Diverse Mechanisms, Integrated Team II-1
	B. Strengthening the Role of CSOs in the Electoral Process II-2
	C. Increase Involvement of CSOs in the Democratic Process After the Elections II-5
	D. Continue to Encourage a Wide Range of CSOs to Participate in Public Discourse II-8
SECTION III	IMPROVING CSO INTERNAL GOVERNANCE AND TRANSPARENCY III-1
	A. The Other Side of Strengthening the Role of Civil Society in Public Discourse III-1
	B. Strengthening Financial and Administrative Systems III-1
	C. Improving Training Delivery III-3
	D. Strengthening Monitoring, Evaluation, and Impact Assessment III-4
	E. Improving IT Capacity III-5
	F. Improving Overall Organizational Effectiveness and Governance III-6
	G. Increasing the Number of Effective Project Managers III-7
SECTION IV	COMMUNICATIONS AND OUTREACH IV-1
	A. Communicating CSO and Tamkeen Successes IV-1
	B. Increasing the Communication Capacity of Palestinian CSOs IV-1
	C. Increasing Awareness of Tamkeen and Its Benefits IV-3
SECTION V	RESULTS MONITORING V-1
	A. Forming a Complete 'Picture' of the Project V-1
	B. Complete Civic Education and IT Capacity-Building Studies V-2
	C. Evaluate Tamkeen's Election-Related Activities V-2
	D. Evaluate the Impact of Tamkeen Grants in the Education Sector V-3
	E. Evaluate the Impact of Tamkeen Grants on Policy Change in Key USAID Sectors V-3
	F. Build Impact Assessment Capacities While Assessing Major Grantees V-4
	G. Produce Final Analysis of PMP Data V-5
	H. Building Civil Society and Democratization in Palestine: The Tamkeen Experience V-5
SECTION VI	GRANTS MANAGEMENT AND PROGRAM OPERATIONS VI-1
	A. Managing the Final Year VI-1
	B. Grants Management: Status of Grant Awards VI-1
	C. Compliance and Management Aspects of Grant-Making VI-4
	D. Program Operations: Background and Management Requirements VI-5
	E. Financial Management VI-8

## ACRONYMS

---

APS	Annual Program Statement
ATC	Anti-Terrorism Certificate
CLIN	Contract Line Item Number
CSO	Civil Society Organization
CSS	Civil Society Specialist
D&G	Democracy and Governance
FOG	Fixed-Obligation Grant
IQC	Indefinite Quantity Contract
IR	Intermediate Result
IT	Information Technology
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
PLC	Palestinian Legislative Council
PMP	Performance Monitoring Plan
PMU	Project Management Unit
PONAT	Participatory Organizational Needs Assessment Tool
SOW	Scope of Work
USAID	United States Agency for International Development

---

## Executive Summary

Over the past four years, the USAID-funded Tamkeen project has steadily evolved from an initiative largely focused on grant-making to one that provides a comprehensive package of services to Palestinian civil society organizations (CSOs)—grants, technical assistance, and capacity building—all geared toward boosting CSO participation in public discourse and government oversight.

This integrated approach, combined with a high degree of flexibility and versatility in surmounting the complex challenges facing the project, accounts for many of Tamkeen's successes.

Our work plan for 2005 continues this tradition. We intend to capitalize on Tamkeen's past achievements and the opportunities presented by the new political opening in the post-Arafat era to expand the breadth and depth of our democratization initiatives, engaging larger numbers of CSOs in election-related activities to help shape the future of democracy in Palestine—one of the most lasting legacies that Tamkeen can leave behind in its final year.

Our efforts will draw upon ongoing election-related initiatives—voter education and election observation campaigns—launched ahead of the first round of local elections and the January 9 presidential vote. We will broaden these initiatives in 2005 and also focus on the post-election period—a time when observation coalitions tend to dissolve and enthusiasm wanes. Finally, we will help Palestinian CSOs advocate election law reform and form citizen/NGO advisory groups to newly election officials at the municipal and parliamentary level.

In total, we plan to provide approximately \$1.2 million in new grants—both large and small—to support the role of CSOs in the electoral process, an endeavor that will require approximately \$1 million in additional USAID funding. Since USAID has indicated such funding is within its priorities, we have developed our work plan on that basis.

The focus on elections does not mean that Tamkeen will neglect its wider mandate. Rather, it is a unique opportunity to provide the CSO community with a solid foundation for future work with citizen groups and new, democratically elected leaders. Grant-funded activities combining service delivery with democracy and governance will continue in 2005, particularly since dire economic conditions have underscored the continued need for services to marginalized segments of the population.

Since its inception, Tamkeen has awarded 312 grants worth \$15.3 million. This total will reach just over \$16 million, or 98 percent of total grant funds, once grants-under-development are approved. Our 2005 grant portfolio will include over 50 simplified grants worth \$4.8 million and 8 new grants developed in response to 2004 solicitations, bringing the total to over \$5.5 million.

As it helps CSOs broaden their role in public discourse through these grants, Tamkeen will also work to bolster transparency and governance structures within these organizations—two key aspects of long-term sustainability and credibility. We will do so through training and capacity building in finance and administration, monitoring and evaluation, information technology, media relations, and management. Finally, we will support the Training Best

Practices Committee we helped create in 2003—now an officially registered Palestinian association—in boosting the quality of training delivery in the West Bank and the Gaza Strip so CSOs and others will have a pool of highly skilled trainers to further their development long after the project ends.

As Tamkeen draws to a close, we will devote considerable efforts to sharing our successes and lessons learned, with a view to creating a body of knowledge to inform future donor-funded and CSO projects. Throughout the year, we will launch assessment studies to measure the impact of our work in several areas—elections, education, policy reform, and civic attitudes—as well as the achievements of our top five or six grantees. These studies will culminate in an end-of-project conference bringing together CSOs, the donor community, and other interested parties to share their experiences, ideas, and recommendations for increasing the role of civil society in public discourse.

All of these efforts will be documented—through our website, weekly newsletter, and quarterly reports—to help communicate the accomplishments of our partners and the benefits of USAID assistance.

With continued uncertainty in the political, security, and economic environments, we expect many challenges lie ahead in 2005. We will continue to be flexible and creative in dealing with these challenges, seizing opportunities as they arise and keeping an eye on results. Our demobilization plan is designed to ensure the seamless close-down of all grants and project operations. At the same time, our work plan is geared to making sure the impact of Tamkeen continues to be felt and reflected in the future activities of our CSO partners.

Driven by a clear vision, a solid understanding of the Palestinian context, and an ambitious outlook, our plan of action for 2005 promises to leave behind significant contributions to Palestinian civil society.

## **SECTION I**

---

### **Tamkeen's Vision and Operational Environment**

From its inception through the end of 2004, Tamkeen awarded 170 simplified grants and 142 fixed-obligation grants (FOGs) at a total value of more than \$15.3 million. Eight grants worth a combined \$720,000 are expected to be awarded in early 2005, bringing the total value of grants to \$16 million, or 98 percent of the grants budget over the life of the project. This is close to Tamkeen's original target—a substantial achievement considering the challenges faced by the project, particularly the volatile political situation and fallout from the USAID-mandated Anti-Terrorism Certificate (ATC).

All Tamkeen grants are geared toward strengthening the role of Palestinian civil society organizations (CSOs) in public discourse, either directly (through election-focused townhall meetings, advocacy programs, or leadership training) or indirectly (by combining basic service delivery in health, education, and/or the environment with a sector-specific policy component).

For example, the rapid mobilization and delivery of election-related technical assistance and grants enabled Palestinian CSOs to play a critical role in the first round of local elections in the West Bank, held on December 23, 2004, and the presidential elections of January 9. This assistance is also preparing Gaza CSOs for the local elections scheduled for January 27. Tamkeen will provide further assistance to partner CSOs to ensure their timely, effective, and constructive involvement in further rounds of local elections, as well as the parliamentary elections slated for July 17.

The official registration of the Palestinian Training Best Practices Committee—a coalition of six universities and three leading training providers—as an independent NGO is another measure of the project's success. Using the training best practices model, Committee members have already developed—and in a few cases delivered—new training programs on advocacy, networking, women's integration in youth clubs, and participation in the electoral process.

We will build on these successes and lessons learned in 2005. This section presents the overall vision that will drive our activities in the coming year—a vision validated through meetings with a wide cross-section of CSOs, political leaders, USAID officials, and donor representatives over the previous year. We then discuss the overall approach to realizing this vision and the contextual factors that affect our work. Subsequent sections of this document describe specific tasks we plan to undertake to achieve concrete outcomes and measurable results by the end of project.

#### **A. Tamkeen's Vision**

Tamkeen's vision is to ensure the “increased participation of Palestinian civil society organizations (CSOs) in public discourse... and to contribute to preserving the critical ‘space’ occupied by Palestinian CSOs, placing them at the heart of the communication nexus between citizens and their public representatives at the local and national levels.”

Accordingly, Tamkeen has supported the efforts of Palestinian CSOs to implement activities that contribute to USAID's Strategic Objective 3 ("more responsive and accountable governance"), its intermediate result (IR) 3.1 ("increased participation of CSOs in public decision-making and government oversight"), and the following sub-IRs:

- Increased capacity of CSOs to participate in public discourse
- CSOs effectively aggregate and articulate citizen issues
- CSOs effectively disseminate information to citizens on public issues

Tamkeen's vision continues to be relevant, meaningful, and valid. This is largely due to the team's continued effort to maintain a high degree of flexibility in planning, design, management, and implementation of activities.

### **A1. Vision-Focused: Support Democracy and Governance Activities**

To ensure responsiveness to changing circumstances, Tamkeen senior management has held a series of meetings with experts and leaders from the CSO community, the Palestinian Legislative Council (PLC), the Palestinian Authority, and the international donor community. Our team also continues to participate in various conferences, seminars, and workshops to remain up to date on relevant activities and the context surrounding the project.

In addition, we organized five consultative meetings in 2004 with 61 leaders representing 51 Palestinian CSOs, and consulted with key donors that provide assistance to NGOs in the West Bank and Gaza.

Through these meetings and in preparation for the work-planning process, our team attempted to address three interrelated questions:

- Is there enough interest and/or unmet needs related to the role of CSOs in the democratization and reform process in general and elections in particular?
- What is Tamkeen's niche vis-à-vis other available funding sources?
- What can Tamkeen do to ensure that its work continues to be relevant and responsive to the practical needs of the Palestinian people while supporting the role of CSOs in public discourse?

We address the first two questions here, while the third is discussed in subsection A2.

Tamkeen's grant and capacity-building programs continue to be of paramount importance to supporting the role of CSOs in public discourse. On the supply side, a survey of available donor resources clearly indicates that, with the exception of the World Bank NGO project that is scheduled to end in July 2005, Tamkeen is the most critical single source of support to a large number of Palestinian CSOs. In addition, only Tamkeen and the World Bank project have separate budgets dedicated to strengthening the capacity, transparency, and accountability of CSOs. For most other donors, building CSO capacity is only a by-product of their work.

On the demand side, the CSOs we consulted clearly indicated that Tamkeen should continue to support democratic process efforts as well as activities combining service delivery with



democracy and governance (D&G). Our partner CSOs drove this point home during all the consultative meetings we held last year. They also stressed the need for additional funding to continue their democracy strengthening activities beyond 2005, when Tamkeen is scheduled to end.

Based on these factors, Tamkeen is well positioned to fulfill its mandate by providing the support Palestinian CSOs need to play a pivotal role in the decision-making process, particularly with the new political opening brought about by the election of a new Palestinian leader and the much-awaited parliamentary and local council elections scheduled over the coming months.

Furthermore, the importance of institution-building and reform as a domestic priority was consistently emphasized during various public events sponsored by Palestinian governmental and non-governmental organizations throughout the year. These included a conference on public budgeting by Al Mizan Center for Human Rights in Gaza and a seminar on gender mainstreaming by the Ministry of Women's Affairs. Another major conference is planned for February 2005 in Ramallah on public and strategic policy issues of concern to the Palestinian people. At the international level, a series of preparatory meetings culminated in a conference on "The Reconstruction of Palestine" in Beirut, and plans are underway to organize a conference in London in the spring of 2005 to explore ways of supporting the reform efforts of the Palestinian Authority.

Needless to say, the focus on reform in the West Bank and Gaza is part of a regional effort driven both by internal and external forces. The "Forum of the Future" conference held in Morocco in December 2004 illustrates the growing interest of the international community, including the United States and Europe, in fostering democratic reform in the Arab world.

## **A2. Flexible and Real: Integrating Services With D&G Activities**

Because it is difficult to promote reform and/or democracy without addressing the practical needs of the Palestinian people, many CSOs stressed that activities focusing on reform and democracy must go hand-in-hand with service delivery. This argument was strongly validated over the past year by various studies underscoring the rising poverty rate in the West Bank and Gaza, and consequently the mounting need for services.

Therefore, the question for Tamkeen is not whether it should support grants that integrate D&G with service delivery, but which types of activities are most likely to provide CSOs with the knowledge and tools they need to be involved in public discourse and to influence public policy. Previous impact assessments and Tamkeen's own experience have shown that CSOs that provide needed services are more likely to succeed in engaging the public in the democratization process at the local and/or national levels.

For example, several partner CSOs that have traditionally been charitable in nature are shifting their focus to the policy dimensions of the health and education sectors with incremental guidance and coaching from the project. Some of these CSOs even participated in local and national election activities by fielding election observers and organizing forums for citizens to meet political candidates.

Outcomes of this sort are among Tamkeen's most critical contributions to not only "preserving" but also expanding the role of CSOs in public discourse.

## **B. Working Environment**

Since it was launched, Tamkeen has operated in a complex and volatile political environment. The project has adapted to these challenges through decentralization, IT solutions, and stronger relationships with the CSO community and other stakeholders. Nonetheless, the political and socioeconomic situation has a significant and direct impact on our plans for next year. As discussed below, four factors were of central concern in developing our 2005 work plan.

### **B1. Social and Economic Hardship**

Social and economic conditions in the West Bank and Gaza have continued to deteriorate at an alarming rate since the outbreak of the Second Intifada in 2000. This has included closures separating towns from each other and substantive destruction of physical infrastructure and thousands of homes, particularly in southern Gaza. Growing unemployment and poverty rates are other examples of the real impact of these measures. This is confirmed in a recent World Bank report stressing that “three years of Intifada and closures have plunged the Palestinian economy into deep crisis, causing dramatic declines in living standards.”

As the standard of living of most Palestinians is unlikely to significantly improve over the next year, the need for continued service delivery will remain strong. Similarly, the Palestinian economy is becoming increasingly dependent on foreign aid. To address these challenges, CSOs and the Palestinian Authority will have to better coordinate their efforts to provide services to the neediest segments of the population.

### **B2. Increasing Political Sensitivity**

The Intifada entered its fourth year in September, with no end in sight. Efforts to renew the Palestinian-Israeli peace process—and most recently the election of Mahmoud Abbas as the new head of the Palestinian Authority—have yet to produce any tangible results. The public’s sense of security has continued to worsen as a result.

Furthermore, and for the third consecutive year, the USAID-mandated ATC has made it more difficult for Palestinian CSOs to receive financial and other types of support from the U.S. government and/or its contractors. As we described in greater detail in previous quarterly progress reports, most CSOs, including many that rely a great deal on U.S. government funding, have been reluctant to sign the ATC. Indeed, many CSO leaders told Tamkeen senior management that signing the ATC would make them a potential target for harassment by the Palestinian Authority as Palestinian law forbids the conditional receipt of donor funds. This is especially true for CSOs working on D&G and/or human rights issues as they are under greater scrutiny by the Palestinian Authority and even other NGOs.

To make things worse, anti-American sentiment in the Arab world is on the rise in the aftermath of the U.S.-led war against Iraq and continued occupation of that country. This has placed the project and its entire team under tighter scrutiny, making our work more challenging over the next year.

On a positive note, there are new opportunities for CSOs to play a larger role in public discourse. The local elections held in the West Bank late last year, the presidential vote of January 9, and plans to hold parliamentary elections as well as further rounds of local

elections provide a potentially historic opportunity to start afresh with new, democratically elected officials.

### **B3. Logistical Constraints**

Travel within the West Bank and Gaza, and between these two non-contiguous geographic entities, continues to be extremely difficult and dangerous due to Israeli restrictions. The Israeli army frequently and suddenly seals Palestinian areas, making it hard for Tamkeen staff, consultants, and/or partners to travel to and from the outside world for training or other project-related matters.

For example, closure of the Rafah crossing in October 2004 prevented our entire team from returning to Gaza after participating in the project's retreat in Amman. Similarly, closure of the crossing in early December 2004 has prevented seven CSO representatives from returning to Gaza for over six weeks after attending a Tamkeen training program in Cairo. In addition to the human suffering of these CSO leaders and their families, and the significant loss their respective organizations have faced, Tamkeen has had to incur a considerable financial burden to support these individuals until they are allowed to return home.

These restrictions, combined with USAID's decision to prohibit expatriate and third-country nationals from entering Gaza, have made it extremely difficult and costly to support partner CSOs in Gaza. For instance, the project has had to organize some training sessions outside the country, including the last module of the advocacy training program, held in Amman, and the fourth module of the training best practices program, held in Cairo.

### **B4. Chronic Uncertainty**

Because of the sudden and unexpected nature of changing circumstances in the West Bank and Gaza, planning has become a very challenging task. Valuable resources, human and financial, are being allocated to developing contingency plans and coming up with reasonable scenarios to cope with the chronic uncertainty that surrounds our work. As explained above, the cost of doing business has increased to compensate for these risk factors.

To cope with these challenges, Tamkeen continues to work with CSOs to develop programs that take into account, to the extent possible, the various uncertainty factors. Our team devotes considerable time and effort to coaching partner CSOs on ways to address the potentially adverse conditions they may face during the implementation of activities. This is a valuable capacity-building function that Tamkeen has continued to fill in extending assistance to its partners.

Building on the experience it has gained over the past four years, our team maintains a flexible and participatory approach to programming and implementation, which has allowed us to deal with challenges and to seize opportunities as they arise.

## **C. Operating Assumptions**

In developing the work plan for the final year of the project, we have made several key assumptions that affect Tamkeen's operational environment. Specifically, we assume that:

- The USAID Mission in the West Bank and Gaza will continue to function and fund its programs in general and the Tamkeen project in particular regardless of conditions on the ground.
- Political, social, and economic conditions in the West Bank and Gaza will allow Tamkeen to implement its planned activities and to fulfill its contractual obligations within a reasonable timeframe.
- Enough capable CSOs in the West Bank and Gaza will continue to work with and receive funding from Tamkeen to implement activities specified in the work plan.
- Palestinian CSOs will continue to be interested in capacity-building and/or technical assistance activities supported by Tamkeen.
- USAID will complete the vetting process for new CSOs in a timely manner.
- Tamkeen staff (Palestinians and expatriates) will be able to move within, between, and outside the West Bank and Gaza to fulfill their responsibilities.
- Expatriates providing technical assistance will be permitted and willing to come to the West Bank and Gaza to perform their work.

## SECTION II

---

### Strengthening the Role of CSOs in Public Discourse

#### **A. Focused Goals, Diverse Mechanisms, Integrated Team**

In its last year, Tamkeen will focus on the core democracy and governance (D&G) objectives under which the project was created. Our activities fall under two broad categories. The first set of initiatives, presented in this section of the work plan, are designed to strengthen CSO participation in the emerging democratic process and public discourse at the local, regional, and national levels. In this context, we will continue to help CSOs “establish a culture of elections and democracy,”\* in the words of one domestic non-partisan observer on the day of the Palestinian presidential election.

In Section III of the work plan, we present another set of initiatives designed to increase the transparency and credibility of CSOs themselves by strengthening their core technical skills, internal financial and administrative systems, governance, and ability to seek and implement grants.

To increase the participation of CSOs in public discourse, Tamkeen will pursue three major objectives in 2005:

- Strengthening the role of CSOs in the electoral process
- Consolidating the involvement of CSOs in the democratic process after the elections
- Continuing to support CSO efforts to participate in public discourse at all levels of government and to extend the knowledge and practice of democracy to marginalized groups

To achieve these objectives, we will combine large and small grants (see Exhibit II-1) with technical assistance and training/capacity-building initiatives. The structure of most tasks is to define goals and projects through initial needs assessment meetings, roundtables, and conferences, using expatriate and Palestinian experts to generate ideas, then implementing initiatives in partnership with Palestinian CSOs using resources from our grants programs.

In total, we plan to issue approximately 50 fixed-obligation grants (FOGs) and renew up to 7 simplified grants to support election-related activities. The total value of these grants is approximately \$1.2 million, which will require additional USAID funding. USAID has indicated it plans to extend those funds to Tamkeen in the first quarter of 2005, and has told Tamkeen to develop a work plan on that basis. As described in further detail in Section VI, many of the initiatives described in this work plan are contingent upon this additional funding.

---

\* Interview with Naji Odah, a social activist who volunteered as an election observer with the Civic Forum Institute, a partner CSO, on the day of the presidential election, January 9, 2005, Bethlehem, Doha polling station.

**Exhibit II-1. Types of Grants Provided by Tamkeen**

<b>Simplified Grants</b>	<b>Fixed-Obligation Grants (FOGs)</b>
<ul style="list-style-type: none"> <li>• Up to \$150,000</li> <li>• Maximum duration of 18 months</li> <li>• Milestone tranche reimbursement mechanism</li> </ul>	<ul style="list-style-type: none"> <li>• Up to \$25,000</li> <li>• Average duration of 2-3 months</li> <li>• Fixed-price deliverable mechanism</li> </ul>

In a departure from previous work plans, this section combines our discussion of capacity-building and grant initiatives under specific objective areas. This reflects our integrated approach to project management whereby all Tamkeen activities—grant-making, technical assistance, and capacity building—are mutually reinforcing and geared toward advancing the project’s core objective of increasing CSO participation in public discourse. For management and tracking purposes, a financial summary of the state of our grants program, with projections to the end of the project, is provided in Section VI.

Finally, it should be noted that while this part of the work plan is centered around the upcoming elections, its goals and objectives further the overall vision of the project—a vision that sees CSOs increasingly involved in public discourse, reform, and democratization at all levels of government.

The new political opening and rounds of elections in the West Bank and Gaza Strip present unique opportunities to involve CSOs in the democratic process and to frame their participation within the context of larger D&G objectives, providing practical experiences to partner CSOs and building capacity for continued democratization activities beyond the life of the project. Much of Tamkeen’s success can be attributed to the project’s ability to remain flexible and to seize such opportunities.

**Restructuring the Work Plan**

When Tamkeen was launched, it had two major and largely independent technical teams: one dedicated to grant-making, the other to capacity building and technical assistance. With a transition approved by USAID in 2002, Tamkeen began to take a more integrated approach, seeing grant-making, capacity building, and technical assistance as different means to the same end. Indeed, all three areas of activity are tools to achieving USAID’s intermediate result of increasing the participation of CSOs in public discourse. While we discussed this reorganization in the 2003 and 2004 work plans, we maintained the division in our discussion of grant-making and capacity-building initiatives.

This division is now completely dissolved in favor of divisions based on objectives and sub-objectives. We feel that this structure better reflects Tamkeen’s vision and approach, as well as the involvement of all its subteams in major tasks.

**B. Strengthening the Role of CSOs in the Electoral Process**

Tamkeen will support CSO initiatives targeting all levels of Palestinian elections in 2005: presidential, parliamentary, and local. While the presidential elections are over, we will continue to follow up on the success of observation efforts, submitting a final report with recommendations in early February. For the upcoming rounds of local elections in April and August (tentative), and the parliamentary elections in July, we will use a package of assistance to support CSO efforts. This will include strengthening non-partisan election observation and improving and extending voter education, especially to areas or groups with relatively low participation rates in the presidential elections.

The exact structure and dates of upcoming elections, as well as the needs of civil society, are still in flux. Tamkeen will continue to communicate with all stakeholders, remaining flexible and ready to adapt in this and other areas of the work plan. Much will depend on the

emerging needs of Palestinian voters, the capabilities and willingness of CSOs to work with Tamkeen to serve these needs, the activities of other donors, and USAID and U.S. government priorities. Tamkeen will continue to keep USAID informed of developments and to seek approval for major new initiatives and the hiring of short-term consultants.

#### **Election Timeline in 2005**

- Presidential elections, January 9
- Municipal elections, round one in Gaza, January 27 (10 districts)
- Municipal elections, round two in the West Bank and Gaza Strip, April
- Parliamentary elections, July 17
- Municipal elections, round three in the West Bank and Gaza Strip, August (tentative)

### **B1. Stronger Non-Partisan Election Observation Campaigns**

More than 180 Palestinian organizations registered to work as non-partisan election observers during the presidential vote on January 9. Many of these organizations participated as part of a local coalition of NGOs, while others worked alone. In November and December 2004, Tamkeen launched a training-of-trainers program in election observation to support these efforts. A total of 118 representatives from approximately 60 organizations attended five iterations of the training in the West Bank and Gaza Strip. In turn, these organizations and their representatives trained more than 1,000 domestic non-partisan observers that monitored polling stations on election day.

Building on these successes, Tamkeen will work with Palestinian CSOs to strengthen non-partisan election observation with a view to helping create, over the next six months, a sustainable capacity to launch such efforts with minimal international assistance. The exact outline of Tamkeen's assistance will be based largely on an evaluation of observation efforts during the January 9 presidential vote, when Tamkeen staff and several CSO representatives conducted an "observing the observers" exercise. These findings will be combined with a larger evaluation and recommendations report, also due in February, to lay a solid foundation for discussing more specific plans with CSO leaders and USAID.

A preliminary draft of the evaluation and recommendations report, as well as discussions with major CSO leaders, indicate that CSOs need the following types of assistance:

- A general conference and/or roundtables to discuss the results of domestic non-partisan observation efforts to date, explore additional needs, and agree on a strategy for moving forward.
- A training-of-trainers program in observing the entire election cycle, including candidate and voter registration, campaigning, media coverage, and campaign financing. This will most likely be a three- to five-day program for CSO leaders and key personnel held in March and/or April.
- Consulting and other training assistance throughout the development of the election observation effort, including additional training in volunteer recruitment, observer deployment plans, coalition building and teamwork, preliminary vote counts, analysis of observation findings, and dissemination of findings through the media and other means. The exact nature of this work will be discussed with USAID in February based on the initial evaluation and recommendations report and ongoing consultations with CSO leaders.

- Other assistance as defined in the initial recommendations report. Possible assistance may include grant funding for full-time staff to manage CSO observation efforts and limited funding for training observers and supplying them with meals and materials on election day.

*Result:* Improved and more professional non-partisan election observation conducted by Palestinian CSOs in the upcoming local and parliamentary elections.

*Timing:* We will hold the general conference on the domestic election observation effort in late February. The evaluation and recommendations report is due that same month. From that point, we will launch training and grant initiatives. The next round of training in observing the entire election cycle will start in late February or early March. It will be complemented by other capacity-building programs and grants as the April municipal elections approach, then intensify in the lead-up to the parliamentary elections in July and the third round of municipal elections in August.

*Resources:* Tamkeen long-term staff, short-term expatriate and Palestinian consultants; approximately five FOGs valued at \$60,000, subject to modification (in discussion with USAID) as the year progresses and needs are assessed.

## **B2. More Informed Voters**

Tamkeen provided close to \$120,000 in funding to 10 CSOs for voter education campaigns ahead of initial rounds of local elections in the West Bank (December 23) and the Gaza Strip (scheduled for January 27). In addition, four ongoing simplified grants—to the Arab Thought Forum, Civic Forum Institute, Society for Developing Refugee Camps, and Palestinian Association for Human Rights Education and Democracy—include voter education and awareness activities related to the local and presidential elections. We also have simplified grants in the pipeline that address these issues. For example, Juhoud Community and Rural Development, a CSO based in Ramallah, applied for a \$100,000 grant to boost youth participation in local elections. Expected to be awarded in the first quarter, the grant will fund voter education activities targeting 1,000 young adults.

In 2005, Tamkeen and its partner CSOs plan to launch a series of higher-quality voter education initiatives. The extra lead time will allow us to offer training to CSOs in voter education, how to organize candidate forums and debates, and related topics. It will also allow CSOs more time to plan and execute these efforts. All our work in this context will be designed to complement, but not duplicate, voter education initiatives sponsored by the Central Elections Commission and the Higher Committee for Local Elections.

These efforts are particularly important because of the high number of candidates and moderately complex voting procedures in municipal elections. For example, voters are asked to choose from a list of candidates that can have up to 60 or more names for a dozen council seats, and for which no party affiliations are provided. Under this first round of grants, Tamkeen-funded CSOs found that citizens were mostly interested in local issues and services, as opposed to larger national and international political debates.

*Result:* Palestinian CSOs conduct voter education efforts in the majority of municipalities scheduled for the next two rounds of local elections, as well as voter education efforts related to the parliamentary vote in at least two-thirds of electoral districts.



*Timing:* We expect to sign the next round of voter education grants starting in late February and early March. Also in March, we will conduct the first round of training in voter education techniques for partner CSOs. These activities will continue through the third round of local elections in August. If further rounds of local elections are scheduled for the second half of the year, Tamkeen will likely conduct additional activities and issue more grants as needed.

*Resources:* Tamkeen long-term staff; short-term Palestinian and expatriate consultants; up to 25 FOGs with a total value of approximately \$300,000, subject to modification (in discussion with USAID) as the year progresses and needs are assessed.

### **C. Increase Involvement of CSOs in the Democratic Process After the Elections**

Four years of Tamkeen grant and capacity-building efforts has contributed to expanding the mandates of dozens of small to medium-sized CSOs. The new mandates were strengthened further through participation in voter education and domestic observation efforts during the December municipal elections and the January presidential elections. Building on this momentum, Tamkeen plans to help CSOs broaden their involvement in the democratic process in 2005. These efforts will mark an important expansion of our current grant and capacity-building initiatives, especially at the local level.

We are currently planning three initiatives to help CSOs and their constituents stay effectively involved in the post-election democratic process:

- Strengthen the involvement of civil society at the grassroots level in debates and advocacy efforts surrounding changes to the election law
- Create mechanisms to improve citizen oversight and monitoring of newly elected officials at the local and national levels
- Improve the ability of civil society players to analyze and monitor public budgets and to launch related advocacy campaigns, drawing on and strengthening the skills of the advocacy practitioners we trained over the past two years

#### **C1. Grassroots Advocacy for Changes to Election Law and Procedures**

The conduct of elections to date has generated a range of critiques of laws for both local and national elections, and of voting and counting procedures. Elections scheduled for the first seven months of 2005 will only raise more issues. So far, most donor assistance related to the election law has focused on providing highly qualified advisors to the Palestinian Legislative Council and the executive branch, as well as the independent Central Elections Commission. Tamkeen believes that CSOs should also be involved in this debate, building on their role in election observation and voter education to represent citizen interests in guarding the integrity of the emerging democratic system.

We have already initiated limited efforts to raise citizen and CSO awareness of the election law and to build consensus for change through our ongoing simplified grants program, particularly through grants to the Civic Forum Institute. We plan to expand these efforts, working with a broader range of CSOs following the parliamentary elections in July.

In partnership with partner CSOs and depending on expressed commitments, we will organize a conference for CSOs, election officials, and political leaders to discuss and propose recommendations for changes to the election law, exploring among other things options for combining local and national elections under the same law and electoral commission. This conference is tentatively scheduled for late July or August. Tamkeen may provide one or more international experts to speak at the conference and/or draw upon expertise already available in Palestine or funded as part of other donor efforts.

Following the conference and depending on the issues identified, we may offer additional technical assistance, conduct follow-up conferences, and provide limited grant funding (in the form of FOGs) for CSOs to engage in consensus-building and advocacy activities.

*Result:* Consensus, among a broad range of CSOs, over major issues related to the current election law as highlighted during the local, presidential, and parliamentary elections.

*Timing:* We will hold the conference on the election law in late July or August. Following the conference, we will launch other initiatives, possibly grants and/or technical assistance, as defined by CSO needs, what is possible for Tamkeen before its end-date, and USAID priorities.

*Resources:* Tamkeen long-term staff; limited use of short-term Palestinian and expatriate experts; and up to four FOGs worth a combined \$48,000 to organize the conference under the name of a CSO and to fund CSO follow-up activities.

## **C2. Citizen and CSO Oversight of Newly Elected Officials**

In parallel to the previous task, Tamkeen plans to launch a series of efforts related to the newly elected local councils and PLC members. Again, CSOs funded under Tamkeen's ongoing simplified grants program are already engaged in some activities in this area—activities that we hope to build on and expand in 2005. The exact shape of this assistance will be determined during a series of roundtables with CSOs and local leaders in the second half of the first quarter.

Tamkeen will most likely provide technical assistance and training related to forming citizen and civil society advisory groups, and ways for these groups to operate as oversight bodies and to work with elected officials to resolve local issues. We will also explore the possibility of organizing standing committees/NGOs to work with would-be-elected PLC members in July. We will then use small grants (FOGs) to fund CSOs facilitating the creation of such advisory groups, depending on interest and need as well as the eventual end-date of the project. The grants will be supported with technical assistance and training, most importantly in the context of launching the program and introducing ideas about how citizen advisory groups could be established and operated.

### **CSO Forms Citizen Advocacy Groups**

Through a \$150,000 grant from Tamkeen, the Arab Thought Forum is forming citizen groups to advocate reform in six West Bank municipalities. The CSO uses a variety of methods to solicit constituent opinions and build consensus—assessment studies, seminars, workshops, and townhall meetings.

Drawing on what they learn through advocacy training, the citizen groups work to identify strengths and weaknesses in local government performance, measure current levels of accountability and transparency based on internationally accepted standards, and advocate reforms to bring local governments up to par with those standards.

*Result:* Citizens involved in an organized way in monitoring and advising a large number of local councils. The achievement of significant results under this task will depend heavily on CSO interest and the end-date of the project.

*Timing:* We will conduct the initial roundtable discussions and training program in February, March, and April, followed by initial FOG grants early in the second quarter. Depending on the end-date of the project and success of the initial grants, Tamkeen could expand the initiative following the second round of municipal elections in April and the parliamentary elections in July.

*Resources:* Tamkeen long-term staff; short-term Palestinian and expatriate experts, especially to help introduce ideas during the initial roundtable discussions and planning period; and up to 16 FOGs valued at \$192,000 for activities related to citizen and CSO involvement with local councils.

### **C3. Analysis and Monitoring of Public Budgets**

Monitoring the use of public funds is an important function of civil society, helping CSOs firmly establish themselves as advocates of the communities they serve. By engaging government in this arena of public policy, CSOs can help ensure the needs and priorities of their constituents are reflected in the budget formulation process and actual government expenditures. The goal of these efforts is to make budget systems more participatory, transparent, responsive to societal needs, and accountable to the public—all essential components of effective advocacy.

Our work with CSOs over the past four years, particularly through training programs in advocacy, has revealed that they generally lack the skills needed to effectively monitor and analyze public budgets. To address this need, we will launch a capacity-building program aimed at creating a cadre of Palestinian professionals able to transfer skills to a broader range of participants. This task complements our efforts to increase citizen and CSO involvement in local and national government, extending beyond issues purely related to elections or newly elected officials.

We will initially meet with potential target groups, including the advocacy practitioners we trained over the past two years, in February to sharpen the focus of the initiative, gauge their interest, and set a timeframe for implementation. Based on these initial discussions, we will draft a detailed scope of work and present it to USAID for approval. The program will be launched in May with two training-of-trainer workshops—one in the West Bank, the other in Gaza, if conditions permit. Graduates of the program will then apply what they learned to train others through a series of five workshops. At the conclusion of these sessions, Tamkeen will assess the impact of the activity and provide recommendations for improvement.

*Result:* Create a core group of at least 20 Palestinian experts from Gaza and the West Bank with the skills needed to conduct a rigorous analysis of government budgets in various sectors and to use this analysis as a powerful advocacy tool.

*Timing:* We will hold initial meetings with potential participants in February and submit a scope of work to USAID the following month. Two training-of-trainer workshops will be held in the West Bank and Gaza Strip between May and August. The new trainers will then

deliver five training sessions between September and November. Tamkeen will conduct an impact evaluation of the initiative and present its findings to USAID by the end of December.

*Resources:* Tamkeen long-term teams, short-term experts/trainers with demonstrated experience providing professional training in budget analysis and advocacy.

#### **D. Continue to Encourage a Wide Range of CSOs to Participate in Public Discourse**

Through its ongoing grants program, Tamkeen will continue to support the overall participation of a wide range of D&G and service delivery CSOs in public discourse, particularly through civic education for marginalized groups and advocacy on behalf of citizens in various sectors.

As of the first day of the year, Tamkeen had 50 active simplified grants worth \$4.8 million. Another eight simplified grants worth a combined \$720,000 are currently in the pipeline and are expected to be awarded in the first quarter. Most of these grants combine service delivery with a D&G component. Two in particular, worth a combined \$150,000, focus on election-related activities. During the year, we will also renew up to seven grants valued at approximately \$630,000 to support the election and post-election activities described earlier as well as other pure D&G efforts.

All active grants will mature during the year and will be completed before the project's current end-date (December 31, 2005). The project's CSS team will continue to take the lead in managing these grants, in partnership with the finance and administration team.

*Result:* Continued involvement of service delivery and D&G CSOs in public discourse at the local, regional, and national levels.

*Timing:* We will continue to manage ongoing grants throughout the year and renew up to seven simplified grants focusing on election-related activities.

*Resources:* Resources for all ongoing grants have been committed under previous work plans, except funding for the eight proposals that will be presented to the Grants Committee in the first quarter of 2005 (worth \$720,000) and approximately 10 programmatic FOGs currently in development (worth approximately \$150,000). The grants program is managed by the CSS team, with assistance from finance/administration staff.

##### **Service Delivery CSOs Broaden Their Mandate**

A large number of Tamkeen grants are implemented by service delivery CSOs. As discussed extensively in our impact assessments and other reports, assistance to these CSOs has encouraged them to expand their mandate. Whereas they previously provided basic services to target populations—the disabled, for example—they now see advocacy efforts on behalf of these groups as part of their mission. In many cases, they have gone further to involve their constituents in guarding the democratic process. This was evident during the November 23 local elections in the West Bank and the January 9 presidential election. On both occasions, several service delivery CSOs, like Tamkeen partners Al Lod Charitable Society in Nablus and Al Obodiya Youth Club near Bethlehem, trained and fielded non-partisan domestic election observers.

Jabalia Rehabilitation Society (Jabalia Refugee Camp, Gaza), El-Amal Rehabilitation Society (Rafah, Gaza), and the Local Committee for Rehabilitation of the Disabled (Jenin, West Bank) provide good examples of partner CSOs conducting advocacy campaigns on behalf of their constituents. All three are implementing grants that are mobilizing the disabled to advocate for their right to participate fully as productive members of society and to pursue demands for better integration into the school system and other institutions. These and other ongoing grants encourage CSOs to teach marginalized groups how to advocate for their interests within a democratic political system.

The Local Committee for Rehabilitation also fielded non-partisan observers on January 9, showing its commitment to furthering the institutionalization of a "culture of democracy."

## **SECTION III**

---

### **Improving CSO Internal Governance and Transparency**

#### **A. The Other Side of Strengthening the Role of Civil Society in Public Discourse**

Section II of the work plan focused on helping Palestinian CSOs and their constituents become involved in reform and democratization at the local and national levels. This section presents initiatives designed to strengthen CSOs themselves, focusing on their internal governance, financial and administrative systems, procedures, and other technical capacities. These initiatives build on a wide range of past activities, and many are closely connected to our grants program. All are designed to increase the overall level of transparency and good governance among Palestinian CSOs. Major initiatives include:

- Strengthening CSO financial and administrative systems, including policies and procedures. These initiatives build on extensive finance and administrative systems training provided by Tamkeen in 2004, as well as ongoing one-on-one financial management capacity building tied to our grants program.
- Encouraging the introduction of standards-based training program design and implementation. This initiative marks a continuation of our highly successful training best practices program, a joint effort with the Palestinian Training Best Practices Committee.
- Strengthening CSO monitoring and evaluation (M&E) and impact assessment capabilities. In recognition of weaknesses in these areas, Tamkeen will launch a new capacity-building effort. As explained below, the impact assessment program will be closely tied to our own results monitoring efforts.
- Improving the IT capacity of CSOs to help them implement Tamkeen grants more effectively. This will be done through our ongoing IT capacity-building program.

Tamkeen has two other ongoing initiatives that may need to be modified as the year progresses: implementation of the Participatory Organizational Needs Assessment Tool (PONAT) and training for project managers. We planned for both initiatives to be closely tied to the issuance of a fixed-price subcontract to highly qualified service providers. So far, it is unclear whether these CSOs will sign contracts that include USAID-mandated clauses referring to bans on assistance to terrorist organizations. This situation will be clarified in the first quarter of 2005. Here we present a brief discussion of the outline of the two tasks, with the understanding that both may require adjustment over the course of the year.

#### **B. Strengthening Financial and Administrative Systems**

Building on previous initiatives to strengthen the financial and administrative systems of partner CSOs, we will continue to address weaknesses in this area through technical assistance and capacity building aimed at boosting transparency and accountability. This type of work is closely tied to Tamkeen's internal grants management efforts, described in Section VI of the work plan.

## **B1. Financial and Administrative Improvement Plans**

As part of monitoring grant compliance, Tamkeen conducts pre-award capacity assessments for all new grant applicants and spot-checks of CSO financial records. The results of our capacity assessments and spot-checks are encapsulated in financial and administrative improvement plans that require CSOs to take certain actions as a condition for receiving funds. These initiatives were extremely successful in 2004, helping CSOs clearly identify, understand, and address weaknesses. They also provided a simple and concise format for CSS and finance/administration staff to track progress and monitor cost allowability and allocability. We will continue our pre-award capacity assessment and spot-check program throughout 2005.

*Result:* Improved financial capacity of CSOs (specific number dependent on responses to solicitations, outcomes of audits, etc).

*Timing:* Throughout the year.

*Resources:* Tamkeen CSSs and finance/administration staff, with assistance from Audit IQC partners.

## **B2. Financial Management Training**

In mid-2004, Tamkeen developed and delivered a three-day, 10-module financial management training program to approximately 50 CSO managers and finance staff in the West Bank and Gaza Strip. The program covered a range of topics—from the principles governing cost allowability to proper support documentation and the audit process. This resulted in improved spot-check reports among participating organizations and greater understanding of grant compliance requirements.

We then developed a condensed, one-day version of the program so we could provide training on short notice to new grantees with minimal disruption to their ongoing activities. A total of 14 participants from 8 CSOs attended the course in Ramallah, and 24 from 12 CSOs attended in Gaza City. This short, targeted course will be particularly useful in 2005 given the anticipated increase in the number of FOG awards. It will not only get new grantees up to speed on financial and administrative procedures soon after grant award, but also allow us to rapidly assess their capacity-building needs.

We plan to continue offering both the full-scale and condensed versions of the financial management training program to partner CSOs in the West Bank and Gaza, depending on needs, the number of new grantees, and the results of the spot-check program.

*Result:* Build CSO capacity in financial management to strengthen grants management, administration, and financial systems.

*Timing:* We will deliver at least one course per quarter throughout the year, depending on need.

*Resources:* Tamkeen finance and administration staff.

### B3. Development of Operational Manuals

As part of monitoring existing grantees and evaluating new applicants through spot-checks and pre-award capacity assessments, our team has found that many CSOs, particularly those in Gaza, lack sound financial and administrative systems. To address these weaknesses, Tamkeen will provide training on how to develop written policies and procedures based on needs identified through an analysis of spot-check reports. We will draw on our existing financial management training module, modifying the course to incorporate hands-on and interactive learning techniques.

*Result:* Help CSOs develop the outline and structure of an operational manual to guide financial and administrative operations.

*Timing:* Third quarter of 2005.

*Resources:* Tamkeen finance and administrative staff, with possible short-term assistance.

### B4. Training for CSO Accountants

Based on needs identified in spot checks and consultations with CSOs, Tamkeen's finance staff designed and delivered a one-day training program for CSO accountants in Gaza in late 2004. A total of 12 participants from 10 CSOs attended the six-hour workshop. The curriculum provides an overview of USAID and Tamkeen grant regulations and covers essential accounting topics, including petty cash management, payroll and timesheets, monthly bank reconciliations, charts of account, and use of accounting software. Though the program was originally designed for Gaza CSOs, it can be expanded and/or modified to fit the needs of West Bank CSOs.

*Result:* Develop the institutional capacity of CSOs in the West Bank and Gaza to properly account for and manage grant funds.

*Timing:* We will deliver at least one course per quarter throughout the year, depending on need.

*Resources:* Tamkeen finance and administration staff.

### C. Improving Training Delivery

The cooperative effort with the Palestinian Training Best Practices Committee marks one of Tamkeen's more important successes to date. With assistance from the project throughout 2003 and 2004, the Committee officially registered with the Palestinian Authority and is on the verge of becoming a viable institution dedicated to promoting standards-based training and best practices.

Working with the Committee in 2004, Tamkeen completed the first four phases of an advanced, standards-based program that covers the entire training cycle:

#### What is the Palestinian Training Best Practices Committee?

Formed with Tamkeen assistance in 2003 and 2004, the Palestinian Training Best Practices Committee is dedicated to improving the quality of training delivery in the West Bank and Gaza. Its members represent most of the leading training service providers and university extension programs in Palestine: Al-Quds Open University, An-Najah University, Birzeit University, Ma'an Development Center, Bisan Center for Research and Development, Panorama, Bethlehem University, Hebron University, and the Islamic University of Gaza.

- Training needs assessment and training planning
- Training program design and materials development
- Master trainers
- Monitoring and evaluation
- Effective training management and quality assurance

This advanced training best practices program goes far beyond most training-of-trainers programs to deal with training at the institutional level, as opposed to individual trainers. As such, the 36 participants—20 from the West Bank and 16 from Gaza—are both trainers and project managers at their institutions.

In the first and second quarters of 2005, we will complete the fifth and final stage of the program. Working with participants and Committee members, we will also hold a review conference to examine all materials, participant feedback, and other factors, with a view to producing final versions of each module to be transferred to the Committee for further implementation. It is important to note that completion of the training program may be hampered by restrictions imposed on travel to and from the Gaza Strip, both for expatriate personnel and Palestinian trainees. At the time of writing, Gaza participants who completed the third and fourth modules in Egypt have been unable to return home for more than six weeks because Israeli authorities closed the Rafah border crossing in the final days of training.

In addition to delivering the final modules, we will help the Committee outline plans for the implementation of future iterations of the program. To transfer the five-module course, Tamkeen plans to provide a fixed-price contract to the Committee to deliver training to CSOs in the West Bank and Gaza Strip. Whether we are able to grant such a contract depends on the Committee's willingness to sign the anti-terrorism provision, an issue that is still under discussion.

Finally, we will provide assistance with other institutional development initiatives designed to ensure the Committee's sustainability. This may include, depending on the outcome of ongoing discussions, development of a brochure and website, finalization of three sets of training standards (originally drafted with Tamkeen help in 2003 and 2004 and used as the basis for the advanced training best practices program), technical assistance with various institutional development tasks, and related activities.

*Result:* Sustainability of the Palestinian Training Best Practices Committee; completion of the five-module advanced training best practices course and its transfer for further implementation to the Committee and its member institutions.

*Timing:* A review conference will be held in the first quarter of 2005, followed by the fifth phase of the advanced training best practices program in the second quarter.

*Resources:* Tamkeen long-term staff; two short-term Palestinian and one short-term expatriate consultants.

#### **D. Strengthening Monitoring, Evaluation, and Impact Assessment**

Tamkeen's experience implementing grants and conducting impact assessments has revealed a profound need among Palestinian CSOs for stronger monitoring, evaluation, and impact



assessment capabilities. As is the case in other developing countries, most CSOs focus their monitoring efforts on cataloging activities and numbers of people reached, as opposed to assessing the impact of programs on target groups and with respect to project goals.

To address this need, Tamkeen will launch two training initiatives in 2005. The first will teach basic M&E techniques to CSO representatives. The second will consist of a more advanced program designed to create a cadre of Palestinian professionals capable of implementing high-quality impact assessment studies.

## **D1. Monitoring and Evaluation**

The M&E training program will be designed during an initial set of consultative meetings with CSO representatives in the first quarter and implemented starting in the second quarter. The program will most likely consist of a set of three- to four-day workshops held at three locations in the West Bank and two in the Gaza Strip, depending on needs and demand. We will use a training-of-trainers model, with a focus on creating a cadre of highly qualified Palestinian experts able to deliver training in Gaza (which is currently not accessible to expatriates per USAID guidelines).

*Result:* Improve the capacity of at least 30 CSOs to monitor the impact of grant-funded activities.

*Timing:* We will hold initial consultative meetings with CSOs in the first quarter and begin implementation of the M&E training program starting in the second quarter.

*Resources:* Short-term consultant with expertise in M&E and the development of performance monitoring plans.

## **D2. Impact Assessment**

In a related task, Tamkeen plans to help create a pool of Palestinian professionals able to conduct high-quality impact assessment studies. We uncovered this need after encountering significant difficulties in locating qualified Palestinian professionals to conduct impact assessments in the context of our grants program. We will implement this initiative as part of evaluating our own grants program, as discussed in detail in Section V.

*Result:* Create a cadre of 8-10 Palestinian professionals able to conduct high-quality impact assessment studies.

*Timing:* From the second to the fourth quarter.

*Resources:* Tamkeen long-term staff; expatriate short-term consultant.

## **E. Improving IT Capacity**

Since 2001, Tamkeen has worked with Palestinian CSOs to increase their IT capacity by offering small grants (FOGs) for both training and equipment. We have assessed each new grantee CSO for IT needs and designed an assistance package. In 2003 and 2004, we started offering additional assistance in the form of courses (organized by the project through local institutions) to increase the IT skills of CSO staff members. In total, we have provided 94 IT

FOGs worth a total of over \$502,000 and trained more than 90 CSO representatives in various IT skills.

Since we usually offer equipment FOGs only to CSOs receiving new grants, the IT capacity-building program will come to a close along with the rest of our grants program. Current projections have Tamkeen issuing 10 IT FOGs over the course of the year valued at approximately \$30,000. We will also complete an impact assessment of our IT capacity-building program, which was initiated with USAID approval in January 2005.

*Result:* Increased IT capacity of 10 CSOs, resulting in more effective implementation of Tamkeen grants and other initiatives. Completion of an impact assessment of Tamkeen's IT capacity-building activities.

*Timing:* IT FOG grants will be issued throughout the year. We expect to complete the final draft of the impact assessment study for delivery to USAID by the end of the first quarter.

*Resources:* Tamkeen IT staff and CSSs. Up to 10 FOGs worth a combined \$30,000 to build the IT capacity of CSOs. Short-term Palestinian consultant to conduct impact assessment study (already approved by USAID and engaged).

## **F. Improving Overall Organizational Effectiveness and Governance**

In 2002, Tamkeen developed a needs assessment tool designed to evaluate CSO systems and structures in five key areas: management, service delivery, human resources, finance, and external relations. We have since introduced the tool, known as PONAT, to more than 100 CSOs and donors through six dissemination workshops. The workshops revealed that Palestinian CSOs seldom look at their organizations as a functional unit. Instead, they tend to identify weaknesses within the context of individual organizational components related to a specific service. Participants expressed a strong interest in using the PONAT to help assess the organizational performance of CSOs and identify areas in need of improvement.

Tamkeen will capitalize on this interest by developing a capacity-building program designed to expand use of the PONAT. This will be done in five key steps:

- Identify 20 partner CSOs—half in the West Bank and half in Gaza—to undergo the needs assessment
- Contract and train a Palestinian service provider(s) to carry out the assessments
- Based on assessment findings, identify two performance areas in which CSOs need the most assistance
- Contract a Palestinian service provider(s) to develop toolkits and a training program addressing those needs
- Follow-up with participating organizations to ensure they are applying what they learned and to fill any training gaps

One major challenge will be to locate a qualified Palestinian service provider willing to sign a contract containing the USAID-mandated anti-terrorism clause.

*Result:* Improve the performance of 20 CSOs in two key areas of organizational management through needs assessments, toolkits, and training, while simultaneously building capacity to implement PONAT among Palestinian service providers.

*Timing:* Implementation of PONAT will be completed by the end of the first quarter. Training on two performance areas identified as priorities in the needs assessments will be delivered in the third quarter. Follow-up and post-PONAT technical assistance will be provided in the fourth quarter.

*Resources:* CSS team; Palestinian service provider(s).

## **G. Increasing the Number of Effective Project Managers**

Through our work with CSOs, it became evident that many organizations lack highly skilled project managers able to mobilize resources, attract donor funding, and direct activities in an efficient, results-oriented manner. Effective project managers contribute to bolstering the institutional capacity and sustainability of their respective CSOs. In turn, stronger and better-managed CSOs can play a larger and more effective role in public discourse.

In 2004, Tamkeen developed a capacity-building program aimed at creating a cadre of professional project managers within the CSO community in partnership with Palestinian service providers. The Ma'an Development Center, a partner CSO, delivered two iterations of the 146-hour program to more than 30 CSO representatives in the West Bank. The Islamic University of Gaza has also delivered two iterations to 48 participants each, and is now preparing to train another 60.

The curriculum consists of 10 modules: planning and project design, project scheduling, human resources management, procurement management, cost management, quality management, risk management, report writing, monitoring and evaluation, and MS Project.

Tamkeen intends to continue this program in 2005. However, the Ma'an Development Center has pulled out of the program as it is unwilling to sign the ATC. We will attempt to locate another qualified service provider in the West Bank willing to sign the anti-terrorism clause. For Gaza, we will continue to contract the services of the Islamic University, provided it maintains its commitment to work with Tamkeen despite the ATC.

Assuming qualified Palestinian service providers are prepared to contract with Tamkeen, the initiative will be implemented in four stages:

- Meet with potential service providers in the West Bank and Gaza Strip to explore training options and agree on a timeframe.
- Select and contract service providers with the expertise and capacity needed to effectively implement the program.
- The service providers select trainees based on the criteria used in selecting participants in the training best practices program.
- The service providers deliver 146 hours of training to 18 participants in the West Bank and 18 participants in Gaza.

*Result:* Develop a cadre of 36 highly skilled project managers in the West Bank and Gaza.

*Timing:* Meetings with potential service providers will be held in February, with final selection made the following month. The service providers will then select trainees in mid-May. Training will be delivered in the West Bank in mid-July, followed by training in Gaza in mid-September.

*Resources:* Tamkeen CSSs and management team; Palestinian service providers.

## **SECTION IV**

---

### **Communications and Outreach**

#### **A. Background and Objectives**

Tamkeen established a programming and communications team in 2003 in response to a growing need to inform others about the project's activities and its success in strengthening Palestinian CSOs. With input from the entire Tamkeen staff, the team launched a new website, produced a project brochure, provided information for success stories that appeared on the USAID Mission's website, and created a weekly newsletter highlighting project activities and those of partner CSOs. We also launched the first-ever CSO-media roundtables in Palestine, worked with a Palestinian CSO to train journalists in investigative reporting, established a coordination group for donors and donor-funded projects working with CSOs, and—at the end of 2004—launched a media relations training program for CSO representatives.

Our communication efforts have two overall objectives:

- Increase the capacity of Palestinian CSOs to communicate their goals, objectives, and successes to target populations and key groups, including the donor community, opinion leaders, and the media
- Increase transparency, understanding, and appreciation of Tamkeen's efforts among the project team, USAID, existing and potential grantees, key stakeholders, and opinion leaders

In the last year of project operations, Tamkeen plans to continue existing communication initiatives, complete the media relations training for CSOs started in 2004, and, in combination with results monitoring efforts (described in Section V), package the overall lessons learned from the project for distribution to the Palestinian CSO community, USAID, and others. We will also launch a training program for journalists in covering elections.

#### **B. Increasing the Communication Capacity of Palestinian CSOs**

To further enhance the communication capacities of Palestinian CSOs, Tamkeen will complete implementation of the first round of media relations training in the first quarter, and then define and implement follow-up training initiatives.

The program is designed to provide an overall introduction to the subject of media relations and to assess the needs of the CSO community. The first two iterations of the training, led by two senior Palestinian consultants in December 2004 in Nablus and Ramallah, attracted 34 participants from 21 CSOs. We will conduct the remaining West Bank iteration of the program in Bethlehem in early February, followed by two workshops in Gaza before the end of the first quarter.

Holding the training in Gaza will present some challenges, as neither of the lead consultants is currently able to travel through the Erez checkpoint—one because he has not received a permit from the Israeli authorities, and the other because she is a dual U.S.-Palestinian

national banned from traveling to Gaza per USAID regulations. If this issue is not resolved, Tamkeen will engage Gaza-based trainers who will use the materials developed in the West Bank. We successfully used a similar approach to implement IT needs assessment training in 2004, this time by developing the program in Gaza, then implementing it in the West Bank.

As part of the initial round of training, Tamkeen and its consultants are evaluating the needs and requirements of participating CSOs. Based on these needs, we may offer one-day workshops in 2005 focusing on specific topics, such as writing press releases, using radio and television, and related subjects. We will most likely organize two such events during the year. In doing so, we will coordinate with the Welfare Association's advanced training-of-trainers program, funded by the World Bank, to avoid the duplication of efforts and to identify possible points of mutual assistance.

In parallel with media relations training, we will also continue to organize CSO-media roundtables on specific topics. We conducted four such forums in 2004, and expect to conduct two more in 2005. As we have done in the past, we will hold one forum in the West Bank and one in Gaza on each topic.

*Result:* Improved media relations capacity for least 20 Palestinian CSOs in the West Bank and Gaza Strip.

*Timing:* We will complete the first round of media relations training in the first quarter, then hold up to two additional one-day workshops on specific topics by the end of the year. CSO-media roundtables will be conducted in the second and fourth quarters.

*Resources:* Tamkeen long-term team, particularly the communications specialist, and short-term Palestinian consultants. At this point, we do not anticipate the need for expatriate consultants for this task.

### **B3. Improving the Ability of Journalists to Cover Elections**

In 2004, we supported a grant to the Arab Thought Forum that increased the ability of journalists from major papers and news outlets to conduct investigative journalism. Participants wrote 10 investigative reports on topics such as honor killings, divorce, unemployment, NGO mismanagement, and software piracy, most of which were published in leading Palestinian newspapers such as *Al Ayyam*.

In 2005, we will be more focused on elections. CSO and media representatives have told Tamkeen that the performance of journalists in the first round of local elections and in the presidential vote could have been improved. In particular, they noted that many journalists lack sufficient knowledge of election laws and procedures, as well as of professionally accepted methods of covering campaigns.

To address this need, Tamkeen will conduct discussions with representatives from Palestinian media outlets, particularly the three major daily newspapers and private television and radio stations, to determine needs and assess their commitment to sending staff members to a training program. Initial indications are that there will be substantial demand for this initiative, but that media outlets are short-staffed and hence unable to do without their reporters for extended periods of time, necessitating a short, flexible program, at least in the beginning.

The program will most likely consist of at least two parts. The first will be roundtables on election laws and related procedures for journalists. We will hold these events in at least two locations in the West Bank and two in the Gaza Strip at the end of the first quarter.

Depending on feedback, the second part of the program might consist of a three- to four-day course on covering elections, most likely taught with the assistance of a short-term expatriate consultant. This training is tentatively scheduled for the beginning of the second quarter.

*Result:* Improved coverage of elections by the Palestinian media.

*Timing:* Roundtable discussions of election laws will be conducted in March 2005. Training on covering elections will begin in April 2005 (depending on the outcome of discussions with editors and owners of media outlets).

*Resources:* Tamkeen team, particularly the communications specialist; short-term Palestinian consultant(s) for the roundtables; short-term expatriate consultant for the workshop on covering elections, most likely in partnership with a Palestinian consultant(s).

### **C. Increasing Awareness of Tamkeen and Its Benefits**

Tamkeen will also continue to expand the amount and quality of information it distributes to external audiences about its operations as well as the benefits that USAID support is creating for the Palestinian people. Major targets of these activities include:

- Tamkeen's partner CSOs
- Other CSOs and influential persons in Palestine
- USAID officials
- Other international donors and projects
- Palestinian public
- Interested public outside Palestine

#### **C1. Maintain Tamkeen Website**

We will continue to update the success stories, CSO events, and Tamkeen news sections of our website throughout the year, as well as produce quarterly updates capturing information on our grants program and capacity-building initiatives. The amount and speed with which new content was added to the site was increased markedly during the final six months of 2004. We will maintain this pace, with a particular focus on supplying timely information on our election-related activities and achievements, those activities with the widest public interest.

*Result:* Timely information on Tamkeen provided to key audiences through the project's website.

*Timing:* Throughout the year.

*Resources:* Tamkeen communications specialist, webmaster (Gaza-based IT specialist), Tamkeen civil society specialists (CSSs), and other long-term staff members. No external resources are expected, with the possible exception of occasional assistance from the Chemonics home-office communications department.

## **C2. Develop and Distribute Printed and Electronic Information on Tamkeen**

In 2004, we developed and printed a brochure (in Arabic and English) describing the project and highlighting five success stories. The brochure is distributed at most Tamkeen events and is available to anyone who visits our offices or our website. We also developed a brief fact sheet on the project's 2004 initiatives, an effort we will repeat in 2005 after acceptance of this work plan. The fact sheet proved helpful in bilateral meetings and in workshops where more specific knowledge of Tamkeen's ongoing activities was needed. Like the brochure, it will be produced in both Arabic and English.

Finally, we will continue to produce and distribute a weekly update of project-related news and events. Redesigned in late 2003 and again in the second half of 2004, this publication features at least one success story/news item on Tamkeen or one of its partner CSOs, followed by a list of activities and events organized by Tamkeen-funded organizations. Information from the weekly newsletter is also posted on Tamkeen's website.

*Result:* Increased understanding of Tamkeen's goals and activities.

*Timing:* The fact sheet will be produced in the first quarter. The newsletter will be distributed weekly to interested parties, including USAID and our subcontractors.

*Resources:* Tamkeen communications specialist, program assistant for programming and communications, CSSs, and other Tamkeen staff. No external resources are expected, with the possible exception of occasional assistance from the Chemonics home-office communications department.

## **C3. Increase Direct Communication With Major External Audiences**

Since its inception, Tamkeen has launched a number of initiatives to increase formal and informal communications with and among key external audiences. These have included grantee and non-grantee CSOs, USAID, other donors and projects, Palestinian agencies and influential figures, and many others. Under this work plan, we will continue to coordinate meetings of the International Donors Group we helped establish in 2003, which brings together donors and projects providing grants to Palestinian CSOs, particularly in the D&G sector.

To complement these initiatives, we will organize a major conference of CSOs, donors, academics, and donor-funded programs on the overall successes and lessons learned from the Tamkeen project. This conference is slated for the end of the year, to coincide with the conclusion of impact assessment studies and project close-out. It will provide an opportunity for Tamkeen to discuss its successes and lessons learned with a broad audience. More importantly, we plan to invite our partner CSOs to share their experiences, particularly with regard to the implementation of successful program ideas, lessons learned, and suggestions to inform future donor-funded efforts to build Palestinian civil society.

The conference will be timed to coincide with the drafting of a final evaluation report on the project. The consultants engaged for that assignment will actively participate in the conference. Section V describes this activity in further detail.



*Result:* Continued coordination between major donors to the Palestinian CSO community; increased understanding of effective methods of strengthening civil society and implementing D&G grants among key donors, including USAID, as well as within the CSO community itself.

*Timing:* We will organize approximately three meetings of the International Donors Group (one each in the first, second, and third quarters) and other consultative activities throughout the year. The conference will be held one to two months before the end of the project.

*Resources:* Tamkeen long-term staff; participation of short-term expatriate and Palestinian consultants in the conference (as described in Section V, these consultants will be engaged as part of our results monitoring efforts).

## SECTION V

---

### Results Monitoring

#### A. Forming a Complete ‘Picture’ of the Project

As noted at the beginning of the work plan, Tamkeen is dedicated to increasing the participation of Palestinian CSOs in public discourse. This focus is drawn directly from USAID’s Strategic Objective 3, “more responsive and accountable governance,” and Intermediate Result (IR) 3.1, “increased participation of CSOs in public discourse.” IR 3.1 has three sub-IRs:

- IR 3.1.1: “increased capacity of CSOs to participate in public discourse”
- IR 3.1.2: “CSOs effectively aggregate and articulate citizen issues”
- IR 3.1.3: “CSOs effectively disseminate information to citizens on public issues”

Because Tamkeen is a diverse and complex project, it is difficult to evaluate the project and its success in achieving USAID’s IRs with one study or one team of researchers. Rather, we have implemented—and are continuing to implement—various types of studies and data collection methods, in consultation with USAID, to form a complete picture of the project, its results, and how it could be improved.

These methods fall into two general categories. First, our impact assessment program provides qualitative analysis using the services of highly qualified international and Palestinian consultants. Second, in an effort to collect quantitative data on project successes, we launched the USAID-approved Performance Monitoring Plan (PMP) in 2003, collecting data on all closed grants and producing the first preliminary results.

In 2005, we will continue to implement impact assessment studies, rounding out our view of the project. In addition, we will continue to collect PMP data, producing a final report at the end of the project. We are also planning to conduct three new impact assessments:

- An evaluation of Tamkeen’s impact in the education sector, particularly on the teaching of civic education, curriculum, and the relationships between teachers, students, parents, and school officials
- An evaluation of Tamkeen’s assistance to CSOs during the election process, including observation campaigns and voter education, two major focuses of the current work plan
- An assessment of Tamkeen’s impact on sectoral policy at the local and national level

The findings of these studies, as well as others completed earlier or already underway, such as the civic education impact assessment, will be presented at a conference in the final months of the project. This conference, tentatively titled “Building Civil Society and Democratization in Palestine: The Tamkeen Experience,” will include presentations by Tamkeen staff, impact assessment consultants, CSO representatives, and academics.

## **B. Complete Civic Education and IT Capacity-Building Studies**

In the first two quarters of the year, Tamkeen plans to complete two ongoing impact assessment studies that encountered implementation difficulties in the last half of 2004. The first is an assessment of the impact of civic education initiatives conducted under Tamkeen grants. Two highly qualified international consultants developed a proposal, methodology, and initial sample for this study in the third and fourth quarters of 2004. The methodology proposes using rigorous survey techniques to assess the impact of civic education programs on the knowledge, attitudes, and practices of participants in Tamkeen-funded programs. The quantitative data would then be complemented by qualitative research conducted by a Palestinian consultant(s). The structure of the study is described in detail in the USAID-approved scopes of work (SOWs) for the consultants engaged for this assignment.

Unfortunately, Tamkeen has been unable to engage a high-quality survey firm to date as nearly all reputable institutions in Palestine either will not sign a fixed-price contract that includes an anti-terrorism clause (a USAID requirement) or have outstanding financial issues with Tamkeen and/or USAID that must be resolved before contracting. The need to dedicate the time of senior staff members to developing elections-related programs complicated the search for appropriate solutions to move forward on this impact assessment effort.

In the first quarter of 2005, we will again search for a partner to conduct the quantitative portion of the study under a contract that conforms to USAID requirements and/or rework the design of the study to reduce the quantitative elements, and hence the complexity of the survey. We will update USAID as the situation develops and seek input on changes to the study design, if any.

The second outstanding study is an impact assessment of Tamkeen's IT capacity-building program. This study, described in our 2004 work plan, was initiated in January 2005 and will be completed at the end of the first quarter. Implementation of the study was delayed in 2004 due to difficulties in recruiting a suitable Palestinian consultant.

*Result:* A better understanding of the achievements of civic education initiatives funded by Tamkeen and of the project's IT capacity-building program, with recommendations for future USAID, CSO, and donor-funded efforts in these areas.

*Timing:* The IT impact assessment study will be completed by the end of the first quarter. The civic education study will be completed by the end of the second quarter.

*Resources:* A Palestinian consultant has been engaged to conduct the IT impact assessment under a USAID-approved SOW. Tamkeen will submit appropriate modifications to the SOWs for the two expatriates engaged for the civic education study after a solution to the survey implementation issue is found. We will also engage a Palestinian consultant to conduct qualitative research.

## **C. Evaluate Tamkeen's Election-Related Activities**

As described in Section II of this work plan, Tamkeen will conduct a wider variety of activities to support the role of CSOs in strengthening the electoral process and citizen participation in the first eight months of the year. We feel it is important to evaluate the impact and achievements of these efforts, as well as their limitations. Pending discussions

with USAID, this study is likely to focus on the impact of Tamkeen's assistance to CSOs—in voter education, election observation, and related areas—as it pertains to strengthening the role of these organizations in the democratic process, as well as impact on their constituents.

We plan to launch the study right after the parliamentary elections in July and to complete it early in the fourth quarter. It will be conducted by an outside expert with assistance from qualified Palestinian consultants.

*Result:* A better understanding of the impact of Tamkeen's elections-related activities between December 2004 and August 2005, with detailed recommendations for CSOs, USAID, other donors, and interested parties on methods of strengthening the role of civil society in the democratic process, with an emphasis on elections.

*Timing:* We will initiate the study in July 2005 and complete it early in the fourth quarter.

*Resources:* At least one expatriate consultant, most likely assisted by a local consultant(s) and supported by the Tamkeen long-term team.

#### **D. Evaluate the Impact of Tamkeen Grants in the Education Sector**

Tamkeen has provided a large number of grants to CSOs working in the education sector. Some of these grants—like those to Al Mawrid and EdNet—are designed to improve the teaching of civic education in Palestinian schools. Others are helping to create elected school councils, and still others are democratizing the relationship between teachers, students, parents, and school administrators. We will evaluate these grants and their impact in 2005 in a major impact assessment study, most likely conducted by an expatriate consultant in partnership with a local consultant(s).

*Result:* A better understanding of the impact of Tamkeen grants in the education sector with recommendations for CSOs, the educational establishment, USAID, and other donors.

*Timing:* We will launch the study in the second quarter and complete it by the first part of the fourth quarter.

*Resources:* Tamkeen senior management and other staff; short-term expatriate consultant; short-term Palestinian consultant(s).

#### **E. Evaluate the Impact of Tamkeen Grants on Policy Change in Key USAID Sectors**

Nearly all Tamkeen grants combining service delivery with a D&G component have addressed local and/or national policy in one or more USAID sectors: health, education, economic development, and water/the environment. At the end of the project, we will evaluate the impact of our grants program in these areas, with a view to examining how the work of our CSO partners has affected government policy for the benefit of CSO constituents and other target groups. Anecdotal evidence suggests that while some of these achievements were at the national level, many are also at the local level. Using an expatriate consultant, in partnership with a local consultant(s), the study will examine both aspects of policy change. It will be completed in the fourth quarter.

*Result:* A better understanding of the policy changes that have resulted from the work of Tamkeen grantees in four major USAID sectors, with recommendations for future work by CSOs, USAID, and other donors.

*Timing:* The study will begin in the third quarter and be completed in the fourth.

*Resources:* Tamkeen senior management and other staff; short-term expatriate consultant; short-term Palestinian consultant(s).

## **F. Build Impact Assessment Capacities While Assessing Major Grantees**

Tamkeen completed three impact assessment studies of major grantees in 2004. Each of these CSOs received more than two grant renewals. The studies proved an effective way of assessing and documenting program impact, and of developing recommendations for the CSO, Tamkeen, and donors. In each of these studies, we encountered difficulties locating consultants with the applied research skills necessary to conduct effective impact assessments.

In 2005, we will combine impact studies of our major grantees with training in applied research and impact assessment for Palestinian professionals. This will create a cadre of qualified impact assessment experts while Tamkeen examines key aspects of its overall program. We will select five or six grantees to undergo the impact assessment from among our top 10 grant recipients, which account for approximately 36 percent of the grant funds allocated by Tamkeen over the life of the project.

As currently designed, this task has the following steps:

- Conduct a workshop on applied research and impact assessment for 10 to 15 Palestinian experts. All participants should have significant experience in impact assessment, and thorough academic and professional knowledge of D&G and topics related to civil society strengthening. An expatriate short-term consultant will lead the training.
- Engage the best 8 to 10 participants as short-term consultants to conduct impact assessments of projects implemented by 5 to 6 Tamkeen grantees—those receiving the largest amount of Tamkeen funding and that have not been evaluated previously. The expatriate consultant will mentor the participants as they develop methodologies and implement the studies, creating an opportunity for on-the-job training.
- Conduct a workshop to discuss drafts of the studies when they are completed, with the expatriate consultant, Tamkeen, and fellow researchers providing feedback.
- Finalize the studies and present them to the CSOs, USAID, and others.

*Result:* Eight to ten Palestinian professionals trained in advanced techniques for applied research and impact assessment; impact assessment studies conducted for the top five or six Tamkeen grantees.

*Timing:* The training program will start in March/April. The impact assessment studies will be completed in the fourth quarter.

*Resources:* Tamkeen long-term staff; expatriate short-term consultant.

### **G. Produce Final Analysis of PMP Data**

Per its contractual obligations to USAID, Tamkeen developed a tool to collect quantitative information on the project's impact and other tracking information. The revised structure for the PMP was approved by USAID in 2003, and we have been collecting data regularly on all completed grants. In the fourth quarter, Tamkeen will summarize the overall results of the PMP exercise in a report to be submitted to USAID at the end of the project.

*Result:* Significant empirical data on the Tamkeen grants program collected, analyzed, and presented to USAID using the USAID-approved PMP system.

*Timing:* The analysis will be completed in November 2005 (after close-out of nearly all Tamkeen grants) and submitted to USAID by the end of the year. Should the project receive an extension, we will delay this activity until early 2006.

*Resources:* Tamkeen long-term team, especially senior management.

### **H. Building Civil Society and Democratization in Palestine: The Tamkeen Experience**

Over the course of four-and-a-half years of project implementation, Tamkeen and its partner CSOs have gained considerable experience and built a body of knowledge that will grow in the coming year. As the project comes to a close, Tamkeen will organize a two- to three-day conference to highlight this experience, share ideas, and point the way forward for CSOs, donors, and government officials. Tamkeen and its consultants will discuss the results of the impact assessment studies conducted over the course of the year. We will also present an overview of the project, the challenges it faced, and strategies used to overcome them.

More importantly, we plan to invite CSO leaders to talk about their own experience: What has—or has not—worked in terms of project implementation? What were some major successes? How has their work contributed to strengthening civil society and the culture of democracy?

In this way, CSOs will be able to learn from one another, taking away ideas that can be used in future work. In a nutshell, we need to take stock of the various components of the project to capture the Tamkeen legacy. If logistical considerations and funding allow, it may be beneficial to invite one to three CSO leaders from other countries to speak about their experience building civil society and democracy, and perhaps one or two international experts in the field of civil society strengthening and the relationship between civil society and democratization.

*Result:* Increased knowledge of lessons learned from Tamkeen and its grantees over more than five years of project implementation and 200 grant awards among CSOs, USAID and other donors, academics, and other interested parties.

*Timing:* The conference is tentatively scheduled for the final two months of the project, serving as a final evaluation of Tamkeen and its achievements while allowing CSOs and others to put forward recommendations for future USAID work.

*Resources:* Funding for venue and lodging for participants; limited short-term level of effort for Tamkeen consultants (those who conducted the impact assessment studies) to present their findings.

## **SECTION VI**

---

### **Grants Management and Program Operations**

#### **A. Managing the Final Year**

Early in 2005, Tamkeen will fully commit the \$16.4-million “pass-through” grant funds in CLIN 2. The remainder of the project’s grant activities will focus on monitoring the financial, contractual, and administrative requirements of the grants and closing out each grant from a financial and administrative perspective. This will include conducting any contractually required audit(s).

This final year of grant implementation and management dovetails with the overall management requirements of Tamkeen’s program, which will require close tracking and monitoring of program operations in the final months of 2005 to ensure a smooth close-down and demobilization process. This section addresses both of these important and highly linked processes, while the programmatic focus of the grant program is discussed in other sections of the work plan.

Specifically, this section seeks to:

- Describe the current financial status of the \$16.4-million “pass-through” grant funds in CLIN 2, the categories in which the remainder of those funds will be spent, and the compliance mechanisms in place to manage those funds
- Provide data illustrating the programmatic constraints the project will face by fully committing grant funds without receiving additional resources
- Detail program operations in the final year of the project, focusing on the administrative, financial, and contractual requirements for smooth project close-out at the end of 2005 or in the first quarter of 2006

#### **B. Grants Management: Status of Grant Awards**

Since its mobilization, Tamkeen has awarded simplified grants in D&G and four other USAID sectors—health, education, water and the environment, and economic development—all with a D&G component. Most awards have consisted of simplified grants under \$100,000 each, covering a period of less than one year, although larger grants were also awarded in 2003 and 2004. As of the end of 2004, the average value of each simplified grant was \$83,405, compared to \$81,803 by the end of 2003, \$80,000 by the end of 2002, and \$76,400 by the end of 2001.

As illustrated in Exhibit VI-1, as of December 31, 2004, Tamkeen had awarded 170 simplified grants, 48 programmatic FOGs, and 94 IT FOGs worth a total value of more than \$15.3 million, or 93 percent of the budget allocated for grants over the life of the project.



**Exhibit VI-1. Grant Awards From September 2000 Through December 2004**

	<b>Year 1 Grants</b>	<b>Year 2 Grants</b>	<b>Year 3 Grants</b>	<b>Year 4 Grants</b>	<b>Total Grants Awarded</b>
Simplified Grants	44 grants worth \$3,287,317	55 grants worth \$4,439,708	18 grants worth \$1,494,283	53 grants worth \$4,962,177	170 grants worth \$14,183,486
FOGs	22 grants worth \$63,848	35 grants worth \$309,233	18 grants worth \$114,000	67 grants worth \$658,226	142 grants worth \$1,145,308
Totals	66 grants worth \$3,351,771	90 grants worth \$4,748,942	36 grants worth \$1,608,283	120 grants worth \$5,620,403	312 grants worth \$15,328,795

Out of the 170 simplified grants awarded, 120 grants totaling more than \$10.5 million have been successfully completed, while the rest will be completed by the end of the year.

**B1. Target Grant Awards for Year 5**

To achieve its grant-related programmatic objectives for Year 5, Tamkeen will:

- Fulfill commitments made to CSOs in 2004 by funding the simplified grant applications currently in the pipeline, as discussed in Section II. These applications were submitted in response to the APS and D&G solicitations and are expected to be approved by the Grants Committee in early February 2005.
- Issue the 10 remaining programmatic FOGs—currently under development from work initiated in 2004—to small and marginalized CSOs.
- Issue a small remaining number of IT FOGs to support the accounting software and grant implementation needs of smaller CSOs.
- Use the approximately \$250,000 remaining in originally obligated grant funds to support the election-related activities described in Section II, including additional rounds of election observation training and voter education campaigns for upcoming municipal and parliamentary elections.

As this will fully commit the total amount of the \$16.4 million in original grant funds obligated in CLIN 2, the project will need supplemental grant funds from USAID to fully realize the programmatic objectives related to elections, local government, and reform, as

**Funding Assumptions for Grants Under This Work Plan**

To use grants to support election-related and other initiatives presented in this section of the work plan, Tamkeen will have approximately \$250,000 in funds after all grant proposals currently in development are completed and approved by the grants committee (expected in the first quarter of 2005). Tamkeen and partner CSOs developed these proposals—8 simplified grants and approximately 10 smaller grants (programmatic FOGs)—in response to solicitations under the 2004 work plan. These grants are described in our quarterly progress report for the fourth quarter of 2004.

To complete all the election-related initiatives outlined in the work plan, Tamkeen estimates it will require approximately \$1 million in additional funds under CLIN 2, designated for grants to Palestinian CSOs. Discussions with USAID indicate there is ongoing consideration in favor of providing additional funding to Tamkeen to support the election-related priorities of CSOs and that an additional \$1 million in funding for CLIN 2 can be expected in the first quarter of 2005. Therefore, this work plan proposes tasks on the basis of additional funding. We would have to scale back our voter education initiatives and almost completely eliminate grants supporting CSOs in the post-election period if new grant funds are not forthcoming.

At this point, Tamkeen estimates that the remaining funds in CLIN 1, for technical assistance and administrative costs, will be sufficient to complete all work plan tasks.

described in Sections II and III. Without the infusion of supplemental grant funds, our activities in these areas will be severely curtailed. Based on projected needs and ongoing consultations with USAID with regard to the potential \$1 million in supplemental grant funds, Tamkeen will seek to:

- Assist CSOs with pre-election activities for the next round of municipal and parliamentary elections (e.g., stronger observation campaigns and high-quality voter education initiatives) and with post-election initiatives (e.g., advocacy campaigns, oversight of newly elected officials, and participation in local government)
- Renew a limited number of successfully completed and technically responsive projects with a strong D&G component that are closely related to elections or post-election activities

Exhibit VI-2 below summarizes our projections for grants issuance for the remaining grant funds, as well as the proposed programming of supplemental funds in Year 5.

**Exhibit VI-2. Summary of Grants Issuance and Projections for Year 5**

	Q1	Q2	Q3	Q4	Totals	Total Value
<b>CURRENT PORTFOLIO</b>						
Total committed grant funds as of January 1, 2005						<b>\$15,328,795.18</b>
Simplified grants in force as of January 1, 2005: 50 valued at \$4,800,202.50						
Simplified grants ending in 2005	-7	-26	-11	-6	-36	\$4,800,202.50
Volume of in-force grants per quarter	43	17	6			
<b>SIMPLIFIED AWARDS (in development from 2004)</b>						
New simplified (2004 D&G/APS, Feb. GC Meeting)	8				8	\$720,000.00
<b>Total Simplified Grants by Quarter</b>	<b>51</b>	<b>25</b>	<b>14</b>	<b>4</b>		
<b>FIXED-OBLIGATION GRANTS (FOGS) (in development since 2004)</b>						
Programmatic/election FOGs in force as of Jan. 1	15				\$215,108	
Programmatic FOGs (2004 in pipeline)	5	5			\$150,000	
<b>Total 2004 Grant Commitments</b>						<b>\$16,198,795.00</b>
<b>2005 GRANT AWARDS WITH NO SUPPLEMENTAL FUNDING</b>						
Election FOGs - Observation	3				\$36,000	
Election FOGs – Voter Education	8	7			\$183,857	
IT FOGs	5	5			\$30,000	
<b>Total Grant Funds (CLIN 2)</b>						<b>\$16,448,652.00</b>
<b>2005 GRANT AWARDS WITH SUPPLEMENTAL FUNDING</b>						
<b>Remaining after 2004 obligations and in-process grants are signed</b>						<b>\$250,000.00</b>
<b>Total projected supplemental grant funds</b>						<b>\$1,000,000.00</b>
Targeted DG renewals		5	2		\$630,000	
Election Observation FOGs	2	3			\$60,000	
Voter Education FOGs	5	10	10		\$300,000	
Post-Election Local Governance & Advocacy FOGs		4	8	8	\$240,000	
IT FOGs	5	5			\$30,000	
<b>Grand Total Grant Funds</b>						<b>\$17,448,652.00</b>

As the exhibit illustrates, by early in 2005, the total value of all grants issued by Tamkeen will be over \$16 million, or 98 percent of the total grant budget. The remainder of these funds, \$249,857, will be divided between a small number of IT FOGs to support the simplified grants to be approved by the Grants Committee in February and a limited number of programmatic FOGs to support election observation and voter education activities. The full extent of our election programming, as well as a few targeted D&G renewals, can only be realized with an infusion of additional grant funds.

### **C. Compliance and Management Aspects of Grant-Making**

In 2005, Tamkeen will continue its commitment to maintaining strong grants compliance and management systems, particularly through continuation of the CSO audit program and the implementation of pre-award surveys, spot-checks, and financial oversight procedures. The volume of these activities will be largely driven by the number of new grantee CSOs and the extent of their financial and administrative capacities.

*Pre-award capacity assessment program.* Tamkeen's strengthened grants compliance approach was a proven success in 2004. Our finance and administrative staff designed a pre-award capacity assessment program that addresses the financial and administrative management standards mandated by the U.S. government, as well as specific Tamkeen-related concerns. The program allows us to establish a cooperative relationship with CSOs at the outset of a grant award, and to gather information to design capacity-building initiatives addressing financial and administrative management weaknesses. We will continue this program throughout 2005 with all new grantees. While we expect a reduced need for pre-award capacity assessments in 2005 due to the smaller amount of simplified grant awards, we will continue the program for all new FOG awards.

*Result:* Completion of pre-award surveys on all new CSOs with accepted summary applications; more concrete idea of CSO capacity at the outset of the application development process; ability to target any needed capacity-building assistance, particularly for the higher number of FOGs to be issued in 2005.

*Timing:* Ongoing throughout the year.

*Resources:* Finance/administration staff and CSSs; firms subcontracted under the Audit IQC.

*Spot-check program.* Launched in 2004, Tamkeen's program of announced and unannounced spot-checks of CSO financial records allowed us to better monitor grant funds and to provide targeted capacity-building assistance to our grantees. We will continue this program in 2005, possibly hiring additional staff to provide adequate coverage as the number of new FOGs increases. This work will be a high priority for our finance/administration staff, particularly as we approach close-out.

*Result:* Better-managed grants, fewer problems revealed during audits, strengthened CSO capacity, better ability to provide targeted capacity-building assistance.

*Timing:* Ongoing throughout the year.

*Resources:* Finance/administration staff and CSSs; firms subcontracted under the Audit IQC.

*Audit program.* We will continue to implement our audit plan in 2005 through program audits, OMB-A133 audits, and accounting system and internal controls audits. We will also call upon our audit subcontractors to conduct pre-award capacity assessments as needed.

*Result:* Target of seven audits per quarter, with the definitive number dependent on the level of funding of some CSOs as they hit thresholds to trigger a program audit and/or an OMB A-133 audit.

*Timing:* Ongoing throughout the year.

*Resources:* Finance/administration staff; firms subcontracted under the Audit IQC.

#### **D. Program Operations: Background and Management Requirements**

Looking forward to management priorities and requirements for 2005, Tamkeen recognizes that the normal level of simplified grant-making will decrease quickly in the beginning of the year, to be replaced by more rapid, quick-issue, election-related FOGs. From a management and staffing perspective, this shift will require an increased focus on capacity-building assistance to partner CSOs, greater administrative and financial follow-up, and compliance support as the project begins to gear toward close-out. This means a higher level of management assistance and internal administrative time to successfully work with our partner CSOs—from processing FOGs, to conducting audits on grantees receiving more than \$100,000, to performing financial checks and M&E follow-up.

To address these combined management and programmatic concerns, we reinvigorated efforts to clarify lines of authority and responsibility between director-level positions, particularly following the departure of Mustafa Mar'i as director of field operations, and restructured responsibilities under the field operations, finance and administration, and programming and communications departments. This is particularly important as all staff roles will become increasingly integrated over the course of the year as we work on election-related activities, our capacity-building program, and project close-out.

#### **D1. Staffing and Staff Development**

*Staffing.* Tamkeen welcomed several new hires in 2004 as a result of normal staff attrition as well as our continued emphasis on financial oversight and grants compliance. In mid-2004, Farid Hamdan joined our team as a new CSS and Lubna Shyoukhi moved from the receptionist/administrative assistant position to become program assistant for programming and communications. Lama Samad replaced Ms. Shyoukhi as receptionist/administrative assistant. Adnan Joulani filled the vacant communications/outreach specialist position. Osama Nabahin was hired in June 2004 as our Gaza financial analyst, assuming primary responsibility for grant-compliance work in Gaza, including spot-checks, pre-award surveys, and one-on-one financial capacity building. Most recently, Muhannad Amareya replaced Taher Nofal as the West Bank IT specialist.

In 2005, we expect to hire a senior financial officer early in the first quarter. We also plan to hire additional finance and grant-compliance staff based in the Ramallah office to attend to the increased audit and financial capacity-building work.

Beyond this, we will supplement project resources with short-term assistance as needed and continue to review our staffing needs throughout the year, taking into account factors such as the increased capacity-building needs of partner CSOs and the project's focus on election-related activities.

*Staff development.* To improve staff performance and morale, Tamkeen will continue its emphasis on staff development and training throughout 2005. Staff members will be encouraged to document their accomplishments and professional development goals in annual performance evaluations. Since its introduction in early 2003, this tool has helped supervisors and employees identify training needs, requirements, and professional development opportunities.

As Tamkeen approaches close-out, we will work closely with our subcontractors to help staff members transition to new employment opportunities once the project ends. These efforts could include resume-writing, interviewing skills, and other job-related courses, taking advantage of available corporate/organizational opportunities. At the same time, we will encourage employees to take a proactive role in their own professional development by continuously assessing their performance goals and identifying training opportunities (outside training, on-the-job training, mentoring) that not only meet their goals but also benefit Tamkeen. This approach aims to cultivate individual responsibility, initiative, and ownership of professional growth and contributions to Tamkeen's success throughout the final year.

*Result:* Better-qualified and more effective staff; improved morale and direction.

*Timing:* Starting in the first quarter and ongoing throughout the year.

*Resources:* Finance/administration staff; communications/IT staff; CSSs; Chemonics home-office project management unit (PMU).

## **D2. Office Administration and Logistical Support**

*Administrative systems, policies, and procedures.* In 2005, we will gear our administrative systems to preparing the project for close-out. A home-office supervisory visit toward the end of the second quarter will assist in this process, particularly with regard to meeting Development Experience Clearinghouse submission requirements; harmonizing project files between Tamkeen's main field offices, the satellite offices, and Chemonics headquarters; preparing for the transfer of the project inventory to local organizations; and identifying any areas of major concern well in advance of the contract end-date. We will also ensure that our administrative and financial systems are harmonized with Chemonics and subcontractor headquarters to facilitate coordination.

The Chemonics home-office PMU will work with Tamkeen staff throughout 2005 to provide backstopping support and assist with financial/administrative training initiatives and grant-compliance functions as needed.

*Result:* Clear, consistent, and contractually compliant operations.

*Timing:* Ongoing throughout the year.

*Resources:* Finance/administration staff, chief of party, Chemonics home-office project administrator/PMU.

*Project close-out.* In preparation for the end-date of the project, scheduled for December 31, we will submit a comprehensive close-out plan in the third quarter, addressing staff demobilization; close-out of all grant files, bank accounts, and subcontracts; inventory disposition; and final reporting. We will develop the plan in cooperation with the Chemonics home office and USAID. Should the project receive a no-cost extension to the first quarter of 2006, we will provide a close-out plan in November or December 2005.

*Result:* Comprehensive close-out plan and streamlined closure of the project.

*Timing:* Third/fourth quarter.

*Resources:* Finance/administration staff, chief of party, Chemonics home-office PMU.

*IT infrastructure.* We will conduct a limited IT needs assessment in the first quarter and implement any necessary upgrades to ensure our systems are fully functional throughout the year. These will most likely focus on improving network security and back-up connections.

*Result:* Continued Tamkeen operations in all situations.

*Timing:* First and second quarters.

*Resources:* Communications/IT staff.

### **D3. Financial Management and Compliance With Contract Regulations**

*Contract and financial monitoring.* In preparation for the final year of the project, Tamkeen will complete a full financial projection/realignment of the contract budget early in the first quarter. This will serve as the foundation for a plan of capacity-building and election-related grant activity, and facilitate the financial close-out process. At the same time, we will closely review and possibly update all subcontracts and budgets to provide Chemonics and its partners with a coherent, rational direction in the final critical months of the project.

The director of finance and administration will monitor these efforts with assistance from the Chemonics home-office PMU. Throughout the year, the home office will be in close contact with the director of finance and administration and the chief of party to help Tamkeen meet all contractual and financial obligations to USAID as it prepares for close-out. As noted earlier, we expect a member of the home-office PMU to conduct a supervisory field trip in mid-2005 to assist with this process.

*Result:* Maintain contractual compliance and financial monitoring in preparation for close-out.

*Timing:* Ongoing throughout the year.

*Resources:* Finance/administration staff, chief of party, and PMU.

*Annual USAID audit.* As there was no USAID/RIG audit of Tamkeen in 2004, we expect the audit to take place in 2005. To provide adequate resources for this process, we feel it is important to assign an accountant/financial specialist to work closely with the auditors and minimize disruption of regular project activities. Based on our experience with the 2003 audit, we propose to have the Chemonics home-office field accountant fulfill this function. The field accountant will work with Tamkeen's senior financial officer during the audit—and throughout the year—to monitor the project's financial operations and provide assistance as needed, particularly in preparation for close-out.

*Result:* Adequate support for audit process with minimized disruption of project activities.

*Timing:* Expected timing of audit: early to mid-2005.

*Resources:* Finance/administration staff, Chemonics home-office field accountant and/or project manager/administrator.

#### **D4. Team Retreat**

We plan to hold a final, all-staff retreat at end of the second quarter or early in the third quarter to work through the approved close-out plan and prepare for an end-of-project event. The retreat will provide an opportunity for project staff to align themselves to the close-out plan and to help shape the final event, with a view to capturing and communicating the Tamkeen legacy.

*Result:* Improved team-building and planning for close-out and final project event.

*Timing:* Third quarter.

*Resources:* Finance/administration staff and chief of party.

### **E. Financial Management**

#### **E1. Continued Financial Monitoring of Contract Budget**

As described in subsection D3, we will realign the contract budget by the end of the first quarter to properly allocate contract funds in the final year of the project. After the realignment and consultations with USAID, we expect to work closely with the Chemonics home office to deal with any required subcontract and budget modifications in the months before close-out. By doing this early in the year, we hope to avoid any last-minute contractual and/or budgetary actions and to ensure that the remaining funds are allocated in the most accurate and appropriate manner.

Tamkeen will work closely with the Chemonics home-office PMU to manage and monitor expenditures within the realigned budget structure. We will keep USAID apprised of any new developments and provide technical justifications as needed and required by U.S. government regulations.

*Result:* Better monitoring of financial planning in preparation for close-out.

*Timing:* First quarter and ongoing throughout the year.

*Resources:* Finance/administration staff, chief of party, and PMU.

## **E2. Improved Financial Controls Over Grant Program Activities**

Section II describes financial control and oversight activities designed to ensure adherence to the regulatory requirements of the USAID grants-under-contract mechanism, as well as our efforts to provide related capacity-building support to partner CSOs.